

# CHAPTER 1: PURPOSE AND NEED

## INTRODUCTION

This programmatic final environmental impact statement and proposed plan amendment (FEIS) discloses the potential environmental consequences of managing motorized wheeled cross-country travel on lands administered by the Bureau of Land Management (BLM) and Forest Service (FS). The FS and BLM, referred to in this document as “the agencies,” are joint lead agencies responsible for preparation of this FEIS. Oftentimes, BLM and National Forest System (NFS) lands are intermingled, and the agencies believe it is better customer service to have consistent policies across agency boundaries.

The FS and BLM are proposing to limit/restrict motorized wheeled cross-country travel on lands administered by the agencies in Montana, North Dakota and portions of South Dakota (excluding the Black Hills National Forest, Buffalo Gap National Grassland and Fort Pierre National Grassland). The purpose of this proposal is to avoid future impacts to public resources likely to result from the increasing use of off-highway vehicles (OHV’s) on these lands and to provide direction for subsequent site-specific planning for motorized recreation opportunities.

Each BLM field office and FS national forest and grassland manages OHV use based on its BLM resource management plan or FS land and resource management plan (referred to as forest plans). This FEIS would amend the BLM and FS plans displayed in Table 1.1. The Lolo National Forest and Missoula Field Office are not affected by this decision because they have no lands open to motorized wheeled cross-country travel.

## LOCATION OF THE ANALYSIS AREA

The BLM and FS Northern Region administer 26.6 million acres of public land in Montana, North Dakota, and portions of South Dakota. The BLM administers 8.4 million acres of public land within nine field offices and the FS administers 18.2 million acres of public land located within nine national forests and the Dakota Prairie Grasslands. About 16 million of the 26.6 million acres of BLM and NFS lands are currently designated as available to motorized wheeled cross-country travel, either seasonally or yearlong, and would be affected by this FEIS. Figure 1.1 displays the plans affected by this analysis. The field offices, national forests and grasslands and acres affected are listed in Table 1.2.

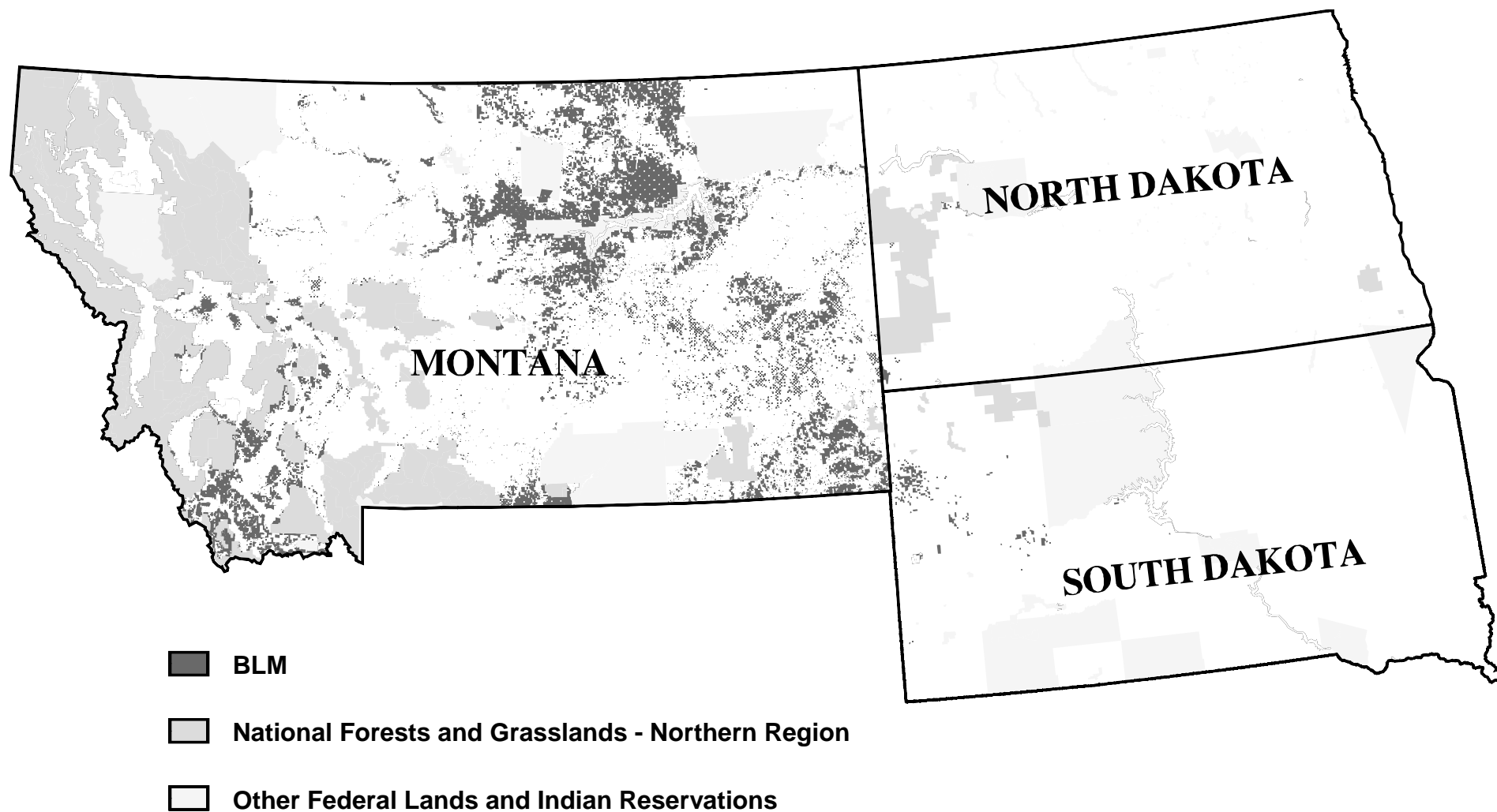
## BACKGROUND

The increased popularity and widespread use of OHV’s on public lands in the 1960’s and early 1970’s prompted the development of a unified federal policy for such use. Executive Order (EO) 11644 was issued in 1972 and EO 11989 was issued in 1977 (Appendix A). They provide direction for federal agencies to establish policies and provide for procedures to control and direct the use of OHV’s on public lands so as to (1) protect the resources of those lands; (2) promote the safety of all users of those lands; and (3) minimize conflicts among the various users on those lands. The BLM and FS developed regulations in response to the EO’s (43 Code of Federal Regulations (CFR) 8340 and 36 CFR 216, 219, and 295). Under those regulations, OHV use can be restricted or prohibited to

**Table 1.1 BLM Management Plans and Forest Service Forest Plans**

<i><b>BLM Management Plans</b></i>	<i><b>FS Forest Plans</b></i>
Big Dry Resource Management Plan (1996) Billings Resource Management Plan (1984) Dillon Management Framework Plan (1978) Headwaters Resource Management Plan (1984) Judith-Valley-Phillips Resource Management Plan (1994) North Dakota Resource Management Plan (1987) Powder River Resource Management Plan (1986) South Dakota Resource Management Plan (1986) West HiLine Resource Management Plan (1988)	Beaverhead National Forest Plan (1986) Bitterroot National Forest Plan (1987) Custer National Forest Plan (1987) (Includes Dakota Prairie Grasslands) Deerlodge National Forest Plan (1987) Flathead National Forest Plan (1986) Gallatin National Forest Plan (1987) Helena National Forest Plan (1986) Kootenai National Forest Plan (1987) Lewis and Clark National Forest Plan (1986)

**FIGURE 1.1**  
**OHV EIS and Plan Amendment**  
**Analysis Area**



<b>Table 1.2 Field Offices, National Forests and Grasslands</b>					
<i><b>BLM Field Offices</b></i>	<i><b>Affected Acres</b></i>	<i><b>Total Acres</b></i>	<i><b>National Forests and Grasslands</b></i>	<i><b>Affected Acres</b></i>	<i><b>Total Acres</b></i>
Billings	317,000	426,000	Beaverhead-Deerlodge National Forest	1,921,000	3,352,000
Butte	182,000	311,000	Bitterroot National Forest	796,000	1,117,000
Dillon	792,000	968,000	Custer National Forest	758,000	1,187,000
Lewistown	1,154,000	1,392,000	Dakota Prairie Grasslands	1,260,000	1,260,000
Malta	1,994,000	2,105,000	Flathead National Forest	1,104,000	2,353,000
Miles City	1,070,000	2,699,000	Gallatin National Forest	780,000	1,801,000
Missoula	0	163,000	Helena National Forest	576,000	975,000
North Dakota	58,000	60,000	Kootenai National Forest	1,546,000	2,220,000
South Dakota	274,000	281,000	Lewis and Clark National Forest	1,347,000	1,862,000
			Lolo National Forest	0	2,082,000
Total	5,841,000	8,405,000	Total	10,190,000	18,210,000
			Total BLM and FS	16,031,000	26,615,000

minimize (1) damage to the soil, watershed, vegetation, or other resources of the public lands; (2) harm to wildlife or wildlife habitats; and (3) conflict between the use of OHV's and other types of recreation.

External and internal reviews have identified concerns with the BLM and FS implementation of the EO's (1995, General Accounting Office, Information on the Use and Impact of Off-Highway Vehicles; 1991, Department of Interior's Inspector General report on BLM's management of OHV activities; 1986, Forest Service review of its OHV program; and the 1979 Council on Environmental Quality review of Off-Road Vehicles on Public Land). These reviews have identified numerous resource concerns that would be addressed by this proposal.

The BLM and FS recognize in their respective resource management plans and forest plans, policy, and manual direction, that OHV use is a valid recreational activity when properly managed. Managing this use along with other recreation uses and the need to protect natural and cultural resources has become increasingly more difficult with increased public demands.

Planning for units of the National Forest System and for lands administered by the BLM involves two levels of decision (Figure 1.2). The first level, often referred to as programmatic planning, is the development or amendment of forest plans and resource management plans that provide management direction for resource programs, uses, and protection measures. Forest plans and resource management plans and associated amendments are intended to set out management area prescriptions or decisions with goals, objectives, standards, guidelines, terms, and conditions for future decision-making through site-specific planning. This

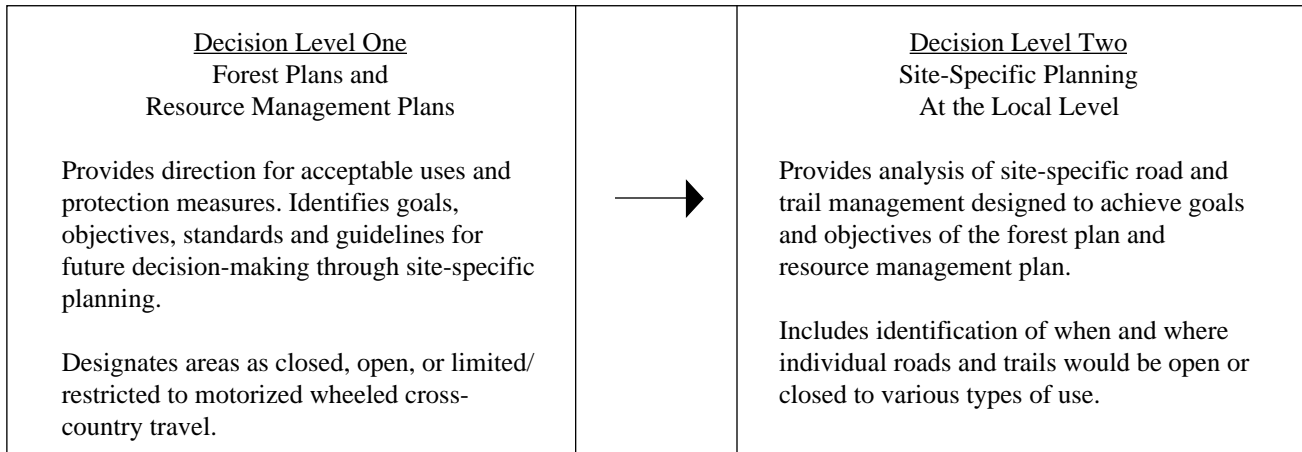


*Pickup trucks are considered OHV's.*

includes the designation of areas as closed, open or limited/ restricted to motorized wheeled cross-country travel. The environmental analysis accomplished at the plan amendment level guides resource management decisions on public lands and aids, through the tiering process, environmental analyses for more site-specific planning. This FEIS is a programmatic document.

The second level of planning involves the analysis and implementation of management practices designed to achieve goals and objectives of the forest plan and resource management plan. This is commonly referred to as site-specific planning. It requires relatively detailed information that includes the location, condition, and current uses of individual roads and trails, and the identification of when and where individual roads and trails will be open or closed to various types of use. This step is accomplished through the site-specific planning process at the local level.

**Figure 1.2 Decision Levels for Travel Planning**



It is important for the reader to note that notwithstanding the provisions of this FEIS, when a specific road, trail or area has considerable adverse environmental effects occurring, the local manager has the responsibility and authority (36 CFR 295.5 and 43 CFR 8341.2 and 8364.1) to immediately close the road, trail or area to use until the problem has been resolved.

## PURPOSE AND NEED

In general, the purpose of any proposal is to respond to an identified need. To adequately describe the need, it is important to understand the existing situation and the desired condition. The following section describes the purpose of this proposal and the identification of the needed changes.

### Purpose

The purpose of this FEIS is to avoid future impacts from the increasing use of OHV's on areas that are currently available to motorized wheeled cross-country travel. It would amend forest plan and resource management plan OHV area designations to protect natural resource values. This would provide timely direction that would minimize further resource damage, user conflicts, and related problems associated with motorized wheeled cross-country travel, including new user-created roads, until subsequent site-specific planning is completed.

Site-specific planning would address OHV use on individual roads and trails to provide for a range of safe motorized recreation opportunities while continuing to protect resource values.

“User-created” roads and trails is an undefined term that some people use referring to the development of single or two-track roads or trails from repeated use by OHV's traveling cross-country. Other people use the term to include the development of roads and trails from activities that were authorized by the agencies, such as mining, range management, logging, and utility lines.

Still others include roads and trails that are the result of other activities, such as repeated use by motor vehicles to access a dispersed campsite, hiking and/or horse trails that have been created through repeated use over time, access to old homesteads, fireline construction, etc. Some of the above-described roads and trails have been in existence for decades, some pre-date the existence of agency management and have been used administratively, recreationally and by permittees.

Some people differentiate “user-created” roads and trails described above using FS roads and trails tracked for investment and maintenance purposes. The FS refers to these as forest development roads and trails.

Other people differentiate the “user-created” roads and trails described above by looking at BLM and FS published maps. The maps display primary roads and trails available to the public for recreational use. These maps do not attempt to show all roads and trails that exist on the landscape nor do they necessarily show all forest development roads and trails.

For the purposes of this FEIS, the term “user-created” refers to the development of single and two-track roads and trails from repeated use by OHV's traveling cross-country. This is the activity resulting in new, unplanned roads and trails appearing on the landscape in recent years.

This FEIS would not change the current limited/restricted yearlong or closed designations for areas, or designated OHV intensive use areas. This FEIS would not change current road or trail designations.

## Existing Condition

About 16 million of the 26.6 million acres of BLM and NFS lands are currently designated as available to motorized wheeled cross-country travel, either seasonally or yearlong (Table 1.3).

<b>Table 1.3 Affected Environment (Acres)</b>			
<i>Agency</i>	<i>Open Seasonally</i>	<i>Open Yearlong</i>	<i>Total</i>
BLM	887,000	4,954,000	5,841,000
FS	3,847,000	6,343,000	10,190,000
Total	4,734,000	11,297,000	16,031,000

During the past 10 years, OHV use and associated cross-country travel have increased in some areas. The estimated number of vehicles used off-highway across the three-state area increased dramatically in the 1990's (Table 1.4). The increased use has resulted in environmental effects on public resources in numerous areas, including roads and trails that have developed as the result of repeated use, often referred to as user-created.

<b>Table 1.4 Percent Increase in Estimated Number of Vehicles Used Off-Highway from 1990-1998 Across the 3-State Area*</b>	
Trucks	13%
ATV's and Motorcycles	92%

\*For additional information see Chapter 3, Economics Section

Problems do not occur equally throughout the analysis area. Some of this use has occurred in riparian areas and on highly erodible slopes. In other areas use is very light and little or no effects from motorized wheeled cross-country travel are evident.

Increased use of OHV's has the potential to:

- spread noxious weeds,
- cause erosion,
- damage cultural sites,
- create user conflicts, and
- disrupt wildlife and damage wildlife habitat.



*OHV damage in meadow, Beaverhead-Deerlodge National Forest.*

Monitoring of OHV travel at FS and BLM offices indicates that problems exist where unrestricted motorized wheeled cross-country travel is allowed. Some local agency offices are presently reevaluating their existing travel management plans or developing new plans. These plans are designed to determine the appropriate use of roads and trails to provide a reasonable mix of motorized and nonmotorized recreation opportunities while protecting other resource values. Many offices have begun or completed site-specific planning. Efforts include the Elkhorn and Little Belt Mountains on the Helena National Forest and Butte Field Office, portions of the Lewis and Clark National Forest, the Whitetail-Pipestone area on the Beaverhead-Deerlodge National Forest and Butte Field Office, and certain areas in the Miles City and Lewistown Field Offices. In response to resource problem areas, the agencies have implemented emergency closures related to OHV use (OHV project file). In addition to emergency closures, local managers have rehabilitated areas damaged by OHV use.

Members of the public and the Montana Fish, Wildlife and Parks Commission have shared their concerns about unrestricted OHV travel on public lands (OHV project file). The four BLM Resource Advisory Councils (citizen groups that represent a balance of commodity, conservation and other public interests in Montana, North Dakota, and South Dakota) expressed serious concerns about allowing continued, unrestricted motorized cross-country travel on public lands. They suggested changing the open or unrestricted designations that allow cross-country travel to designations that are more limited (OHV project file).

## Desired Condition

The goal of managing OHV's is to provide a range of safe motorized recreation opportunities, recognizing their legitimate use while minimizing the current or anticipated

effects on wildlife and their habitat, soil, native vegetation, water, fish and other users (Appendix A). The long-term goal is that OHV use would occur on designated routes and intensive use areas to provide a variety of motorized and nonmotorized recreation opportunities. However, designation of specific routes requires local site-specific planning consistent with the resource management plan or forest plan. In the interim period before designation of travel routes can be accomplished, it is desirable to take the first step and restrict motorized wheeled cross-country travel. The designation of areas to the limited/restricted category in the resource management plan or forest plan can be accomplished programmatically for both agencies in the three-state area and is a valuable step toward the long-term goal.

## **Need**

In comparing the existing condition to the desired condition, it is evident that OHV use and associated effects have increased in many areas since forest plans and resource management plans were completed. The BLM and FS are concerned that continuing unrestricted use could potentially increase the spread of noxious weeds, cause erosion, damage cultural sites, create user conflicts, disrupt wildlife and damage wildlife habitat. The trend of increased use is expected to continue. In order to minimize further resource damage in areas already experiencing increased activity and to avoid future impacts in areas not yet affected, management of OHV use needs to be reviewed.

Areas that are open seasonally or yearlong to motorized wheeled cross-country travel in current forest plans and resource management plans would require a plan amendment to address these issues. This proposal to manage the cross-country aspect of motorized wheeled vehicle use is part of the responsibility of public land managers to balance human use with the need to protect natural resources.

The FS Natural Resource Agenda has established a number of goals for maintaining and restoring the health, diversity, and productivity of the land, which include: protect and restore the settings of outdoor recreation; determine the best way to access the national forest or grassland; reduce impacts of the existing road system; restore watersheds; and provide an avenue to collaborate with communities, the private sector and other agencies. This FEIS will help initiate and address several of these goals.

The BLM has established standards that describe conditions needed to sustain rangeland health (BLM 1997). The standards address upland soils and watersheds, riparian and wetland areas, plant and animal communities, special status species, and water and air quality. Management of OHV use will help achieve those standards.

## **PROPOSAL**

The proposal of this FEIS is to restrict motorized wheeled cross-country travel on approximately 16 million acres by amending forest plans and resource management plans. Through subsequent site-specific planning, the BLM and FS would designate roads, trails and intensive use areas (Appendix B).

## **SCOPE OF THE ANALYSIS**

This FEIS is a programmatic document with a level of specificity and analysis that is broad in nature covering three states and two agencies. The BLM and NFS lands affected by this proposal are those lands currently open seasonally or yearlong to motorized cross-country travel (Table 1.3 and Map 1). Since this is a programmatic EIS, effects are estimated for the three-state area. The quantified effect levels in this FEIS should be considered relative, not absolute. These effects were estimated to provide a basis for comparison and choice among the alternatives.

The analysis area was chosen because it aligns well with the BLM Montana State Office jurisdictions and closely with the FS Northern Region without splitting state boundaries significantly.

After the FEIS is completed, the BLM and FS would continue to develop site-specific planning for geographical areas (i.e., landscape analysis, watershed plans, or activity plans). Through site-specific planning, roads and trails would be inventoried, mapped and designated as open, seasonally open or closed. In addition, site-specific planning may identify areas for additional trails, trail improvement, or specific areas where intensive use motorized wheeled cross-country travel may be appropriate. At that time, integration of other resource objectives, other types of recreational use, and ideas and concerns raised by the public would be incorporated.

## **ISSUES**

An issue is a concern, dispute, or debate about the environmental effects of an action. Issues are identified through the scoping process and comments on a draft EIS with the public, other agencies, and internal review. A summary of the scoping process and comments on the draft EIS/plan amendment (DEIS) can be found in Chapter 4.

## Primary Issues

Five primary issues were identified that reflect concerns or conflicts that could be partially or totally resolved through the EIS process. These issues are:

- Need for plan amendment,
- Exceptions,
- Enforceability,
- Flexibility, and
- Identified problems.

While these five issues are by no means the complete list of concerns identified during the public scoping process and comments on the DEIS, they did help guide development of the alternatives. The following discussion provides a brief summary of these issues.

**Need for Plan Amendment:** Some of the public expressed concern that the proposal is not needed or is too restrictive. Of particular concern was the need for OHV decisions to be made at the local level rather than for a three-state area. Others expressed concern that the proposal was not restrictive enough and the agencies could not wait 10 to 15 years to complete site-specific planning.

**Exceptions:** Some of the public expressed concerns of whether or not exceptions for motorized wheeled cross-country travel should be allowed. These include camping, firewood gathering, disabled access, game retrieval, BLM and FS administrative use, and effects on existing lessees and permittees. Some are concerned that the general public is unfairly constrained while special uses are not constrained. Other concerns are that exceptions are confusing and lead to abuse and enforcement problems. Additional concerns include the need to provide camping for dispersed recreation users and the need to allow for game retrieval in isolated areas.

**Enforceability:** Some of the public expressed concerns that the proposal needs to be enforceable and provide consistency between the two agencies. The proposal also needs to provide implementation of the EO's and regulations pertaining to OHV's. This should include education and signing.

**Flexibility:** Some of the public expressed concerns that the proposal needs to be flexible and allow motorized wheeled cross-country travel or allow exceptions under certain conditions. The proposal needs to look at seasonal, rather than yearlong, restrictions when problems are occurring. The proposal should only address problems where they occur.

**Identified Problems:** Some of the public expressed concerns that the proposal needs to look at the trend in identified problems to stop further adverse effects of motorized wheeled cross-country travel. Concerns have also been raised that the agencies do not have justification for the proposal and should only look at areas with specific problems.

## Resource Issues

A number of issues were brought up that were important for the analysis. In a general sense, these issues have been defined in the Need section above. Details of the effects on specific resources have been addressed in their respective sections of Chapter 3, under Affected Environment and Environmental Consequences. The issues are listed below.

In areas open seasonally or yearlong, what are the effects of OHV travel to:

- scenery and aesthetics,
- other forms of recreation (user conflicts),
- noise pollution and serenity for other recreation users,
- Inventoried Roadless, Recommended Wilderness, and Wilderness Study Areas,
- economics of recreation opportunities,
- cultural resources and tribal use,
- the spread of noxious weeds,
- native vegetation,
- threatened, endangered and sensitive species, wildlife habitat and its effectiveness, and wildlife displacement,
- water quality, soil erosion, wetlands and riparian areas, and
- air quality.

## Other Issues

A number of other issues were also raised during the scoping process that needed to be addressed. A brief discussion of how the issue is addressed in this FEIS is given after each issue listed below.

**Are current laws and regulations adequate to provide for OHV use and provide for protection of other resources (e.g. wildlife, cultural, soils)?**

A discussion on the EO's and CFR's pertaining to OHV use can be found in Chapter 1, Background. Details of the effects on specific resources are provided in Chapter 3.

**What are the effects of further OHV travel restrictions on personal freedom and the right to access public land?**

This proposal would not close existing roads or trails. Many BLM and FS regulations and policies recognize the importance of access to public lands through both motorized and nonmotorized means. This FEIS does not address overall access management needs but addresses the regulations resulting from EO's 11644 and 11989, which authorized land management agencies to manage OHV travel in a way that protects public resources, promotes safety and minimizes conflicts with other uses. Access management needs would be addressed during site-specific planning.

### **How can a one-size-fits-all decision work for a three-state area?**

Oftentimes, BLM and NFS lands are intermingled, and the agencies believe it is better customer service to have consistent policies across agency boundaries. The analysis area was also chosen because it aligns well with the BLM Montana State Office jurisdictions and closely with the Northern Region of the FS without splitting state boundaries significantly. There are two levels of decisions for travel planning (Figure 1.2). This EIS is a broad programmatic decision across a three-state area and fits the first level of decision. The second level is local site-specific planning, which this document will not address.

### **How will site-specific problems be addressed soon enough with a 10-15 year window for completion of site-specific planning?**

Site-specific planning is now occurring in several smaller areas within the three states, and these site-specific plans will be completed within the next year or two. The agencies recognize that problems are not occurring on every site throughout the analysis area. Therefore, the BLM and FS will continue to develop site-specific plans (watershed plans or activity plans) for priority areas based on factors identified in Appendix B. In addition, all national forests and grasslands within the Northern Region will address access and OHV management during forest and grassland plan revisions or amendments (the Dakota Prairie Grasslands currently has a draft Forest Plan Revision).

Existing authorities under the CFR's will continue to be used in site-specific cases where conditions warrant closure of areas or trails that are not meeting the intent of EO's 11644 and 11989.

### **How will the decision affect the North Dakota and South Dakota state section line laws and R.S. 2477?**

This proposal would not diminish any rights under Revised Statute 2477 (R.S. 2477) dated July 26, 1866. Section 8 provided: "The right of way for the construction of highways over public lands, not reserved for public uses, is hereby granted." Although this statute, 43 U.S.C. 932 (R.S.

2477), was repealed by Title VII of the Federal Land Policy and Management Act of October 21, 1976, many rights-of-way for public highways obtained under the statute exist or may exist on lands administered by the BLM and FS. The Secretary of the Interior has requested that the BLM defer any processing of R.S. 2477 assertions, except in cases where there is a demonstrated, compelling, and immediate need, until such time as the Department completes final rulemaking on the statute. The FS has had a moratorium against processing any R.S. 2477 assertions since September 25, 1997.

This proposal also would not change or preclude the opportunity for future county infrastructure needs.

### **How will the decision affect the status of user-created roads and trails?**

The alternatives considered in this FEIS would not change the status of roads and trails in open or seasonally restricted areas that are currently in use. User-created roads and trails are a subset of the existing roads and trails (unclassified) found on the ground and are not part of the permanent (classified) transportation network. They will remain unclassified until site-specific planning determines if they should become part of the permanent system or be permanently closed.

The FS and BLM have a number of authorities that allow them to manage OHV's and user-created roads and trails under the CFR's. They include 36 CFR 219, 261 and 295 for the FS and 43 CFR 3840 for the BLM.

For the FS, under 36 CFR 261.10a, constructing, placing or maintaining any kind of road or trail is prohibited without a special use permit. These regulations are used when there is willful or criminal intent to build roads or trails on public land. In areas that allow motorized cross-country travel, the creation of trails through repeated use is generally not considered criminal or willful unless construction or maintenance activities are occurring.

For the BLM, in areas that allow motorized cross-country travel, the creation of roads or trails through repeated use is generally considered casual use. Casual use means activities involving practices that do not ordinarily cause any appreciable disturbance or damage to the public lands; however, to construct or maintain a road or trail on public land requires a right-of-way or temporary use permit and would not be considered casual use.

### **How will the decision affect the 40"/50" rule for OHV's?**

Comments were made on the FS policy of allowing motorized vehicles less than 50" wide to travel on trails. The "50-inch" policy only applies to forest development trails,



commonly called “System Trails.” This FEIS does not address specific trails. Rather, it addresses motorized wheeled cross-country travel; therefore, the 50-inch rule for trails is not addressed. Specific types of use will be addressed during site-specific planning.

### **What is an existing road or trail?**

This FEIS addresses motorized wheeled cross-country travel. It is difficult to provide one definition of motorized wheeled cross-country travel and have that definition fit all situations. Roads and trails appear differently on the landscape because of the great variety of terrain, vegetation, soil type, and climate in Montana, North Dakota, and South Dakota. The definition of motorized wheeled cross-country travel is found in Chapter 2.

### **How will the decision affect existing permits and leases?**

In the Preferred Alternative, access for federal lease or permit holders would be restricted to activities needed to administer their lease or permit; however, other alternatives have been considered in the FEIS. Details of the effects are provided in Chapter 3.

### **How will the decision be implemented and how will roads and trails be signed?**

Chapter 2 describes each alternative and Appendix B explains how the decision would be implemented. None of the alternatives designate specific roads and trails and, therefore, would require minimal signing. Some informational signing would be needed. Maps would be revised to indicate the change in areas from open to limited/restricted yearlong (Appendix B). Signing of designated roads and trails would be done under site-specific planning.

## **PLANNING CRITERIA**

Planning criteria have been developed to ensure that the plan amendment would be tailored to the issues identified and to ensure that unnecessary data collection and analysis would be avoided. These criteria may change in response to public comments and coordination with state or local governments and other federal agencies. The criteria are described below.

- A change in management direction will be accomplished through an interagency EIS/plan amendment. The BLM and FS are joint lead agencies in preparation of the FEIS.
- This FEIS will not change the current limited/restricted yearlong or closed area designations, or designated OHV intensive use areas.
- Exceptions for travel off roads and trails will be considered in the development of alternatives.
- OHV access allowed under the terms and conditions of a federal lease or permit should not be affected by the proposal.
- This proposal addresses motorized wheeled vehicles. Snowmobile use will not be addressed.
- Travel planning currently under consideration at individual BLM and FS offices will continue and those analyses will remain in place under the proposal.

## **RELATIONSHIP TO OTHER PLANS, DECISION DOCUMENTS AND REGULATORY AUTHORITY**

Direction and authority for the proposal come from the National Forest Management Act (NFMA), the National Environmental Policy Act (NEPA), the Federal Land Policy and Management Act (FLPMA), and the Council on Environmental Quality (CEQ). NFMA, NEPA, FLPMA and CEQ provide general land management and environmental analysis direction. EO’s 11644 and 11989 have given the BLM and FS the authority to manage OHV use. The CFR’s, 36 CFR 219 and 295 for the FS and 43 CFR 8340 for the BLM, provide specific regulations for the agencies based on the EO’s.

## **DECISIONS TO BE MADE**

Decisions by the FS Regional Forester and BLM State Director to implement an alternative will be documented in each respective agency’s Record of Decision.